

Senate

General Assembly

File No. 236

January Session, 2001

Substitute Senate Bill No. 1276

Senate, April 11, 2001

The Committee on Commerce reported through SEN. LEBEAU of the 3rd Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT IMPLEMENTING THE RECOMMENDATIONS OF THE LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE CONCERNING BRADLEY INTERNATIONAL AIRPORT.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 15-101k of the general statutes is repealed and the
- 2 following is substituted in lieu thereof:
- 3 It is found and determined that the acquisition and construction of a
- 4 modern and improved Bradley International Airport, including, but
- 5 not limited to renovation and expansion of passenger terminal
- 6 facilities, improvements to sewer and water delivery systems,
- 7 installation of enplaning and deplaning devices, construction of new
- 8 auto parking structures, improvements to the runway and taxiway
- 9 system, expansion of the aircraft apron area adjacent to the passenger
- 10 terminal and construction, renovation and expansion of any self-
- 11 sustaining special facilities appurtenant thereto, including facilities for
- 12 the provision of cargo, aircraft maintenance, hotel, and other aviation-

related functions, are an important inducement for industrial and 13 14 commercial enterprises to remain or locate in this state and therefore 15 for the benefit of the people of the state, and for the increase of their 16 commerce, welfare and prosperity, the necessity in the public interest 17 of providing such improved facilities is hereby declared as a matter of 18 legislative determination. Further, it is found and determined that 19 Bradley International Airport requires a business focus and an 20 entrepreneurial approach to its management and development that 21 infuses a competitive approach and promotes economic development 22 and growth as well as efficiency, effectiveness, safety and convenience. 23 To achieve such objectives, the General Assembly determines that 24 Bradley International Airport, operating as an enterprise fund, shall be 25 organized in a manner that incorporates such entrepreneurial 26 approach and shall be exempt from such regulatory policies and 27 procedures as hinder its ability to respond quickly, act competitively 28 and seize opportunities for growth.

Sec. 2. (NEW) (a) There is established a board of directors to oversee the operations of Bradley International Airport. The board shall be comprised of nine members, as follows: (1) The Governor shall appoint, with the advice and consent of the General Assembly, six members who are senior business leaders and executive managers from business and industry central to the growth of the state and the airport's regional service area. On October 1, 2001, two such members shall be appointed to serve until July 1, 2005, two such members shall be appointed to serve until July 1, 2004, and two such members shall be appointed to serve until July 1, 2003. Upon the expiration of such terms, the members appointed by the Governor shall serve four-year terms. (2) On October 1, 2001, and every four years thereafter, the Bradley International Airport Community Commission created pursuant to section 15-101r of the general statutes, as amended by this act, shall appoint, with the advice and consent of the General Assembly, one member who is a resident of the town of Windsor, Windsor Locks, East Granby or Suffield or a town contiguous to said

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46 towns, and who shall serve for a four-year term. (3) The

- 47 Commissioners of Transportation and Economic and Community
- 48 Development shall be ex-officio voting members.

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- (b) No member or spouse, child or dependent relative, if the dependent relative resides in the member's household, of a member may have a financial interest in the airport or its concessions. Each member of the board of directors is eligible for reappointment. An appointed member who misses three consecutive meetings shall be deemed to have resigned and the appointing authority shall immediately appoint a new member to fill such vacancy.
- 56 (c) Such administrative functions as the board of directors 57 determines shall be performed by the Department of Transportation 58 and the costs thereof may be reimbursed from the Enterprise Fund.
- Sec. 3. (NEW) (a) The Bradley International Airport board of directors shall develop a vision and mission statement that promotes economic development as well as efficiency, effectiveness, safety and convenience. The purpose of these statements shall be to set a direction for Bradley International Airport that establishes it as a competitive and thriving enterprise that drives the economic development of the region.
 - (b) The board of directors shall establish goals and objectives that foster economic development and growth and shall ensure that Bradley International Airport, operating as an enterprise fund, be organized in a fashion that incorporates the entrepreneurial approach as set forth in section 15-101k of the general statutes, as amended by this act.
- 72 (c) The board of directors shall evaluate capital projects by assessing 73 the risk factors versus the returns on the investment of such projects.
- 74 Sec. 4. (a) The board of directors of Bradley International Airport

75 shall develop a job description and select and hire a chief executive 76 officer for Bradley International Airport not later than January 1, 2003. 77 The qualifications may include, but are not limited to, experience in 78 airport administration, finance and budgeting, planning and business 79 development. Until the chief executive officer commences employment 80 on or before January 1, 2003, the Commissioner of Transportation shall 81 be the chief administrative officer of Bradley International Airport, 82 reporting directly to the board of directors. The board shall develop job 83 descriptions for directors of such other divisions as the board may 84 establish.

- (b) The board shall also develop a job description for the position of an internal auditor, who shall report directly to the board. The internal auditor shall conduct independent audits and monitor performance of Bradley International Airport management staff for the board and shall report directly to the board on his or her findings.
- 90 (c) The authorized employee positions filled by the board shall not 91 be considered classified service positions and such employees shall 92 serve at the will of the board.
 - Sec. 5. (NEW) Bradley International Airport shall be reorganized to add a business development approach. It shall establish a business development division in its organizational structure. The division shall be headed by a director of business development with knowledge, background and skills in economic development and business expansion. The business development division shall be responsible for nonairside operations including: (1) Retail and concessions; (2) on and off-airport economic development; (3) airline and lease agreements; (4) marketing and public affairs; (5) community affairs; and (6) customer relations.
- Sec. 6. (NEW) The Bradley International Airport board of directors shall have the following powers and duties:

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105 (1) Adopt a mission and vision statement for Bradley International 106 Airport;

- 107 (2) Approve the operating and capital budget for Bradley 108 International Airport and monitor the airport's indebtedness;
- 109 (3) Approve all airport policies and procedures;
- 110 (4) Employ staff and consultants as necessary to oversee and 111 manage Bradley International Airport;
- 112 (5) Establish goals and objectives for the airport and for key 113 management staff and track performance;
- 114 (6) Establish and implement by June 1, 2002, an organizational 115 structure for Bradley International Airport that, at a minimum, 116 includes divisions for operations, finance, business development and 117 planning and project development, each of which shall be headed by a
- 118 director;
- 17) (7) Direct the development and implementation of Bradley 120 International Airport's master, layout, strategic, business, marketing 121 and customer service plans;
- 122 (8) Approve all airport contracts and use agreements whose value 123 exceeds one hundred thousand dollars;
- 124 (9) Direct commercial development for the airport;
- 125 (10) Direct the economic development focus including seeking out 126 and promoting grant and loan incentives for businesses to locate or 127 expand within the Bradley International Airport service area;
- 128 (11) Direct efforts to maximize revenue productions;
- 129 (12) Approve from time to time renovations and improvements to 130 Bradley International Airport and, in conjunction with the Treasurer,

provide for the issuance of bonds of the state in accordance with section 15-101l of the general statutes, as amended by this act;

- 133 (13) Consider advice received from the Bradley International 134 Airport Community Commission established under section 15-101r of 135 the general statutes, as amended by this act; and
- 136 (14) Periodically review all policies and procedures that impact 137 Bradley International Airport operations and where constraints are 138 identified that hamper the airport's ability to act quickly or prevent 139 growth opportunities, the board shall seek an exemption from 140 compliance.
- 141 Sec. 7. Section 15-101l of the general statutes is repealed and the following is substituted in lieu thereof:
- 143 (a) The [State Bond Commission may authorize] <u>Treasurer</u>, upon 144 request of the Bradley International Airport board of directors is 145 authorized to provide for the issuance of bonds of the state in one or 146 more series and in principal amounts necessary to carry out the 147 purposes of sections 15-101k to 15-101p, inclusive, as amended by this 148 act. [but not in excess of the aggregate amount of two hundred ninety-149 four million dollars, provided any special obligation bonds issued to 150 finance self-sustaining special facilities payable solely from revenues 151 derived from such special facilities and not payable from gross 152 operating revenues pledged to secure bonds issued pursuant to an 153 indenture of trust dated as of October 1, 1982, as amended from time to 154 time, shall not be included in calculating said maximum aggregate 155 amount of bonds.] Such bonds shall be payable from all or a portion of 156 the revenues of Bradley International Airport, as may be specified in 157 the proceedings authorizing such bonds, and may include, among 158 other types of bonds, special purpose revenue bonds payable solely 159 from revenues derived from special purpose facilities, bonds payable 160 from particular sources of revenues and bonds payable in whole or in 161 part from passenger facility charges to the extent permitted under

applicable federal law. The board of directors shall evidence such request by filing with the Treasurer a resolution duly adopted by the board identifying the projects or other improvements to be acquired, constructed and installed at Bradley International Airport and requesting issuance by the state of bonds to finance such projects and other improvements. The board of directors may appoint a finance or other committee of the board of one or more officers or employees to serve as the board's authorized delegate in connection with the issuance of bonds pursuant to this section.

(b) Bonds issued pursuant to [subsection (a) of] this section shall be special obligations of the state and shall not be payable from nor charged upon any funds other than the revenues pledged to the payment thereof, nor shall the state or any political subdivision thereof be subject to any liability thereon except to the extent of such pledged revenues. The issuance of bonds under the provisions of sections 15-101k to 15-101p, inclusive, as amended by this act, shall not directly or indirectly or contingently obligate the state or any political subdivision thereof to levy or to pledge any form of taxation whatever therefor or to make any appropriation for their payment. The bonds shall not constitute a charge, lien or encumbrance, legal or equitable, upon any property of the state or of any political subdivision thereof, except the property mortgaged or otherwise encumbered under the provisions and for the purposes of sections 15-101k to 15-101p, inclusive, as amended by this act. The substance of such limitation shall be plainly stated on the face of each bond. Bonds issued pursuant to sections 15-101k to 15-101p, inclusive, as amended by this act, shall not be subject to any statutory limitation on the indebtedness of the state and such bonds, when issued, shall not be included in computing the aggregate indebtedness of the state in respect to and to the extent of any such limitation.

(c) The bonds referred to in [subsection (a) of] this section may be executed and delivered at such time or times, shall be dated, shall bear

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interest at such rate or rates, including variable rates to be determined in such manner as set forth in the proceedings authorizing the issuance of the bonds, provide for payment of interest on such dates, whether before or at maturity, shall mature at such time or times not exceeding forty years from their date, have such rank or priority, be payable in such medium of payment, be issued in coupon, registered or book entry form, carry such registration and transfer privileges and be subject to purchase or redemption before maturity at such price or prices and under such terms and conditions, including the condition that such bonds be subject to purchase or redemption on the demand of the owner thereof, all as may be [provided] determined by the [State Bond Commission Treasurer, in consultation with the board of directors or its authorized delegate. The [State Bond Commission] <u>Treasurer</u> shall determine the form of the bonds, [including any interest coupons to be attached thereto,] the manner of execution of the bonds, the denomination or denominations of the bonds and the place or places of payment of principal and interest, which may be at any bank or trust company within or without the state as set forth in the certificate of determination of the Treasurer, required pursuant to subsection (d) of this section. Prior to the preparation of definitive bonds, the [State Bond Commission] Treasurer may, under like restrictions, [issue] provide for the issuance of interim receipts or temporary bonds, with or without coupons, exchangeable for definitive bonds when such bonds have been executed and are available for delivery. If any of the officers whose signatures appear on the bonds or coupons cease to be officers before the delivery of any such bonds, such signatures shall, nevertheless, be valid and sufficient for all purposes, the same as if they had remained in office until delivery.

(d) Any bonds issued under the authority of sections 15-101k to 15-101p, inclusive, as amended by this act, by the Treasurer on behalf of the state may be sold at public sale on sealed proposals or by negotiation in such manner, at such price and at such time or times as

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may be determined by the Treasurer to be most advantageous, [subject to the approval of the State Bond Commission] and in the best interests of the state, in consultation with the board of directors or its authorized delegate. The Treasurer shall evidence such determination by execution of a certificate of determination to be filed with the board of directors and the secretary of the Office of Policy and Management prior to the delivery of such bonds. The state may pay from the proceeds of the bonds all costs and expenses which the Treasurer may deem necessary or advantageous in connection with the authorization, sale and issuance thereof, including the cost of interest on any short-term financing authorized under subsection (b) of section 15-101n.

(e) The principal of and interest on any bonds issued pursuant to subsection (a) of this section shall be secured by a pledge of the revenues out of which such bonds shall be made payable. They may be secured by a mortgage covering all or any part of the project from which the revenues so pledged may be derived or by a pledge of one or more leases, sale contracts or loan agreements with respect to such project or by a pledge of one or more notes, debentures, bonds or other secured or unsecured debt obligations of any lessee or contracting party under a loan agreement or sale contract or by a pledge of reserve and sinking funds established pursuant to the resolution authorizing the issuance of the bonds and any other funds and accounts, including proceeds from investment of any of the foregoing, established pursuant to this chapter or the proceedings authorizing the issuance of such bonds, and by moneys paid under a credit facility, including but not limited to, a letter of credit or policy of bond insurance, issued by a financial institution pursuant to an agreement authorized by such proceedings.

(f) The proceedings under which the bonds are authorized to be issued pursuant to [subsection (a) of] this section, and any mortgage given to secure the same, may, subject to the provisions of the general statutes, contain any agreements and provisions customarily contained

in instruments securing bonds, including, but not limited to: (1) Provisions respecting custody of the proceeds from the sale of the bonds, including their investment and reinvestment until used for the cost of the project; (2) provisions respecting the fixing and collection of rents or payments with respect to the facilities of Bradley International Airport and the application and use of passenger facility charges; (3) the terms to be incorporated in the lease, sale contract or loan agreement with respect to the project; (4) the maintenance and insurance of the project; (5) the creation, maintenance, custody, investment and reinvestment and use of the revenues derived from the operation of Bradley International Airport; (6) establishment of reserves or sinking funds, and such accounts thereunder as may be established by the [State Bond Commission] <u>Treasurer</u>, in consultation with the board of directors or its authorized delegate, and the regulation and disposition thereof; (7) the rights and remedies available in case of a default to the bondholders or to any trustee under any lease, sale contract, loan agreement, mortgage or trust indenture; (8) reimbursement agreements, remarketing agreements, standby bond purchase agreements or similar agreements in connection with obtaining any credit or liquidity facilities including, but not limited to, letters of credit or policies of bond insurance; [, remarketing agreements and agreements for the purpose of moderating interest rate fluctuations, and of such other agreements entered into pursuant to section 3-20a;] (9) any contracts deemed necessary or appropriate by the Treasurer to place the limited revenue obligation of the state on such interest rate or cash flow basis as the Treasurer shall determine, in consultation with the board of directors or its authorized delegate, including, without limitation, interest rate swap agreements, insurance agreements, forward payment conversion agreements, futures contracts, contracts providing for payments based on levels of, or changes in, interest rates or market indices, contracts to manage interest rate risk, including, without limitation, interest rate floors or caps, options, puts, calls and similar arrangements, as provided in

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section 3-20a; [(9)] (10) provisions for the issuance of additional bonds on a parity with bonds theretofore issued, including establishment of coverage requirements with respect thereto; [and (10)] (11) covenants to do or to refrain from doing such acts and things as may be necessary or convenient or desirable in order to better secure any bonds or to maintain any federal or state exemption from tax of the interest on such bonds; and (12) provisions or covenants of like or different character from the foregoing which are consistent with the provisions of this chapter and which the [State Bond Commission] Treasurer, in consultation with the board of directors or its authorized delegate determines in such proceedings are necessary, convenient or desirable in order to better secure the bonds or bond anticipation notes, or will tend to make the bonds or bond anticipation notes more marketable, and which are in the best interests of the state. The proceedings under which the bonds are authorized, and any mortgage given to secure the same, may further provide that any cash balances not necessary (A) to pay the cost of maintaining, repairing and operating the facilities of Bradley International Airport, (B) to pay the principal of and interest on the bonds as the same shall become due and payable, and (C) to create and maintain reserve and sinking funds as provided in any authorizing resolution, or other proceedings shall be deposited [into the General Fund of the state at designated intervals, or be deposited] in a Bradley International Airport working fund to be held in trust by the Treasurer and applied to future debt service requirements or other general airport purposes.

(g) In the discretion of the [State Bond Commission] <u>Treasurer</u>, in consultation with the board of directors or its authorized delegate, bonds issued pursuant to [subsection (a) of] this section may be secured by a trust indenture by and between the state and a corporate trustee, which may be any trust company or bank having the powers of a trust company within or without the state; <u>provided the form of any new trust indenture and any substantive amendment to any existing trust indenture shall be approved by the State Bond</u>

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Commission. Such trust indenture may contain such provisions for protecting and enforcing the rights and remedies of the bondholders as may be reasonable and proper and not in violation of law, including covenants setting forth the duties of the state in relation to the exercise of its powers pursuant to sections 15-101k to 15-101p, inclusive, as amended by this act, and the custody, safeguarding and application of all moneys. The state may provide by such trust indenture for the payment of the proceeds of the bonds and the revenues from the operation of Bradley International Airport to the trustee under such trust indenture or other depository, and for the method of disbursement thereof, with such safeguards and restrictions as it may determine. All expenses incurred in carrying out such trust indenture may be treated as a part of the operating expenses of the project. If the bonds shall be secured by a trust indenture, the bondholders shall have no authority to appoint a separate trustee to represent them.

- (h) Any pledge made by the state shall be valid and binding from the time when the pledge is made, and the revenues or property so pledged and thereafter received by the state shall immediately be subject to the lien of such pledge without any physical delivery thereof or further act. The lien of any such pledge shall be valid and binding as against all parties having claims of any kind in tort, contract, or otherwise against the state, irrespective of whether such parties have notice thereof. Neither the resolution nor any other instrument by which a pledge is created need be recorded.
- (i) The Treasurer shall have power out of any funds available therefor to purchase bonds or notes of the state issued pursuant to this section and section 15-101n. The Treasurer may hold, pledge, cancel or resell such bonds, subject to and in accordance with agreements with bondholders.
- (j) Whether or not the notes and bonds are of such form and character as to be negotiable instruments under the terms of the

Uniform Commercial Code, the notes and bonds are hereby made negotiable instruments within the meaning of and for all purposes of the Uniform Commercial Code, subject only to the provisions of the notes and bonds for registration.

- (k) Any moneys held by the Treasurer with respect to Bradley International Airport, or by a trustee pursuant to a trust indenture, subject to the provisions of such indenture, including proceeds from the sale of any bonds and notes, and revenues, receipts and income from the operation of Bradley International Airport may be invested and reinvested in such obligations, securities, and other investments, including without limitation participation certificates in the Short Term Investment Fund created in section 3-27a, or deposited or redeposited in such bank or banks, all as shall be authorized by the [State Bond Commission] Treasurer, in consultation with the board of directors or its authorized delegate in the proceedings authorizing the issuance of the bonds and notes.
- (l) For the purposes of sections 15-101k to 15-101p, inclusive, as amended by this act, the costs of the project payable out of the proceeds of bonds issued pursuant to [subsection (a)] this section shall include: [(i)] (1) Expenses and obligations incurred for labor and materials in connection with the construction of the project; [(ii)] (2) the cost of acquiring by purchase, if such purchase shall be deemed expedient, and the amount of any award or final judgment in any proceedings to acquire by condemnation, such land, property rights, rights-of-way, franchises, easements and other interests in land as may be deemed necessary or convenient in connection with such construction or with the operation of the project, and the amount of any damages incident thereto; [(iii)] (3) the costs of all machinery and equipment acquired in connection with the project; [, (iv)] (4) reserves for the payment of the principal of and interest on any notes and bonds issued pursuant to this section and section 15-101n, and interest accruing on any such notes, during construction of the project and for

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six months after completion of such construction; [, (v)] (5) initial working capital, expenses of administration properly chargeable to the construction or acquisition of the project, legal, architectural and engineering expenses and fees, costs of audits, costs of preparing and issuing any notes and bonds pursuant to this section and section 15-101n; [, and (vi)] and (6) all other items of expense not elsewhere specified incident to the planning, acquisition and construction of the project or of the placing of the same in operation.

- [(m) None of the bonds authorized pursuant to subsection (a) of this section, shall be issued and sold except upon a finding by the State Bond Commission that there has been filed with it a request for such authorization, which is signed by the Secretary of the Office of Policy and Management or on his behalf and stating such terms and conditions as said commission, in its discretion, may require.]
- [(n)] (m) For purposes of sections 15-101k to 15-101p, inclusive, <u>as</u> amended by this act, the term "project" shall refer to the renovations and improvements to be acquired and constructed, from time to time, at Bradley International Airport described in section 15-101k, <u>as</u> amended by this act.
- Sec. 8. Section 15-101m of the general statutes is repealed and the following is substituted in lieu thereof:
- (a) Subject to the provisions of the general statutes and resolution or other proceedings authorizing the issuance of bonds pursuant to [subsection (a) of] section 15-1011, as amended by this act, the [Commissioner of Transportation] Bradley International Airport board of directors is authorized to fix, revise, charge and collect rates, rents, fees and charges for the use of and for the services furnished or to be furnished by the facilities of Bradley International Airport and to contract with any person, partnership, association or corporation, or other body, public or private, in respect thereof except that, the [commissioner] board of directors shall not impose any fee, charge or

commission on the gross revenues of off-airport parking operators for the right to access said airport that exceeds [five per cent of such gross revenues for calendar quarters commencing on or after July 1, 1997, and prior to July 1, 1998, and four per cent of such gross revenues for calendar quarters commencing on or after July 1, 1998. Such rates, rents, fees and charges shall be fixed and adjusted in respect of the aggregate of rates, rents, fees and charges from the operation of Bradley International Airport so as to provide funds sufficient with other revenues or moneys available therefor, if any, (1) to pay the cost of maintaining, repairing and operating the facilities of Bradley International Airport and each and every portion thereof, to the extent that the payment of such cost has not otherwise been adequately provided for, (2) to pay the principal of and the interest on any outstanding revenue obligations of the state issued in respect of the project as the same shall become due and payable, and (3) to create and maintain reserves and sinking funds required or provided for in any resolution authorizing, or trust agreement securing, such bonds. A sufficient amount of the revenues as may be necessary to pay the cost of maintenance, repair and operation and to provide reserves and for renewals, replacements, extensions, enlargements and improvements as may be provided for in the resolution authorizing the issuance of any bonds or in the trust agreement securing the same, shall be set aside at such regular intervals as may be provided in such resolution or trust agreement in a reserve, sinking or other similar fund which is hereby pledged to, and charged with, the payment of the principal of and the interest on such bonds as the same shall become due, and the redemption price or the purchase price of bonds retired by call or purchase as therein provided. The use and disposition of moneys to the credit of such reserve, sinking or other similar fund shall be subject to the provisions of the resolution or other proceedings authorizing the issuance of such bonds or of such trust agreement.

(b) The [Department of Transportation] <u>board of directors</u> shall designate the beginning and ending dates of the fiscal year for the

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operation of Bradley International Airport. Each year, within ninety days prior to the beginning of the next ensuing fiscal year, the [Department of Transportation] board of directors shall prepare [and submit to the Secretary of the Office of Policy and Management] an annual operating budget for Bradley International Airport for such fiscal year, providing for (1) payment of the costs of maintaining, repairing and operating the facilities of Bradley International Airport and each and every portion thereof during such fiscal year, to the extent that the payment of such costs has not otherwise been adequately provided for, (2) the payment of the principal of and interest on any outstanding revenue obligations of the state issued in respect of the project and becoming due and payable in such fiscal year, and (3) the creation and maintenance of reserves and sinking funds required or provided for in any resolution authorizing, or trust agreement securing, such bonds. Such annual operating budget shall include an estimate of revenues from the rates, rents, fees and charges fixed by the [Department of Transportation] board of directors pursuant to subsection (a) of this section, and from any and all other sources, to meet the estimated expenditures of Bradley International Airport for such fiscal year. [Within thirty days prior to the first day of such fiscal year the Secretary of the Office of Policy and Management shall approve said annual operating budget, with such changes, amendments, additions and deletions as shall be agreed upon prior to that date by the Department of Transportation and the Secretary of the Office of Policy and Management. The annual operating budget of Bradley International Airport as so approved shall take effect as of the date of its approval. On or before the twentieth day of each month, including the month next preceding the first month of the fiscal year to which the annual operating budget applies From time to time, upon request of the board of directors, the Treasurer or the trustee under any trust indenture securing the bonds issued under [subsection (a) of] section 15-101l, as amended by this act, shall pay to the Department of Transportation out of the funds available for such purpose such

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amount as may be necessary to make the amount then held by said department for the payment of operating expenses of Bradley International Airport equal to such amount as shall be necessary for the payment of such operating expenses during the next ensuing two months or for such other period as may be contemplated in such trust indenture, as shown by the annual operating budget for such fiscal year. Except as otherwise provided in sections 15-101k to 15-101p, inclusive, as amended by this act, either expressly or by implication, all provisions of the general statutes governing state employees and state property, and all other provisions of the general statutes applicable to Bradley International Airport, shall continue in effect. All pension, retirement or other similar benefits vested or acquired at any time before or after July 1, 1981, with respect to any state employees shall continue unaffected and as if the salaries and wages of such employees continued to be paid out of the general funds of the state.

- (c) [On the day the Department of Transportation submits an] The board of directors shall submit a copy of the annual operating budget for Bradley International Airport to the Secretary of the Office of Policy and Management [pursuant to subsection (b) of this section, the department shall submit a copy of such budget] and to the joint standing committee of the General Assembly having cognizance of matters relating to appropriations and the budgets of state agencies, through the legislative Office of Fiscal Analysis. [Upon the approval of the annual operating budget, the department shall submit a copy of the budget as so approved to said joint standing committee, through the Office of Fiscal Analysis.]
- Sec. 9. Section 15-101n of the general statutes is repealed and the following is substituted in lieu thereof:
- 513 (a) Any bonds issued under the provisions of [subsection (a) of] 514 section 15-1011, as amended by this act, or to refund any such bonds 515 <u>issued under such section</u>, and at any time outstanding may at any

time from time to time be refunded by the state by the issuance of its refunding bonds in such amounts as the [State Bond Commission] Treasurer, in consultation with the board of directors or its authorized delegate, may deem necessary, but not exceeding an amount sufficient to refund the principal of the bonds to be so refunded, any unpaid interest thereon and any premiums and commissions necessary to be paid in connection therewith and to pay costs and expenses which the Treasurer may deem necessary or advantageous in connection with the authorization, sale and issuance of refunding bonds. Any such refunding may be effected whether the bonds to be refunded shall have matured or shall thereafter mature. All refunding bonds issued hereunder shall be payable [solely from the revenues out of which the bonds to be refunded thereby are payable] and shall be subject to and may be secured in accordance with the provisions of section 15-101l, as amended by this act.

[(b) Whenever the State Bond Commission has adopted a resolution authorizing]

(b) Pending issuance of bonds pursuant to [subsection (a) of] section 15-101l, as amended by this act, the Treasurer may [, pending the issue of such bonds,] issue, in the name of the state, temporary notes and any renewals thereof in anticipation of the proceeds from the sale of such bonds, which notes and any renewals thereof shall be designated "Bond Anticipation Notes". Such portion of the proceeds from the sale of such bonds as may be so required shall be applied to the payment of the principal of and interest on any such bond anticipation notes which have been issued. The principal of and interest on any bond anticipation notes issued pursuant to this subsection may be repaid from pledged revenues or other receipts, funds or moneys pledged to the repayment of the bonds in anticipation of which the bond anticipation notes are issued, to the extent not paid from the proceeds of renewals thereof or of the bonds.

Sec. 10. Section 15-1010 of the general statutes is repealed and the following is substituted in lieu thereof:

(a) It is hereby determined that the purposes of sections 15-101k to 15-101p, inclusive, as amended by this act, are public purposes and that the state will be performing an essential governmental function in the exercise of the powers conferred upon it hereunder. The state covenants with the purchasers and all subsequent holders and transferees of notes and bonds issued by the state pursuant to sections 15-1011 and 15-101n, as amended by this act, in consideration of the acceptance of and payment for the notes and bonds, that the principal and interest of such notes and bonds shall at all times be free from taxation, except for estate and gift taxes, imposed by the state or by any political subdivision thereof but the interest on such notes and bonds shall be included in the computation of any excise or franchise tax. The Treasurer is authorized to include this covenant of the state in any agreement with the holder of such notes or bonds. Any notes or bonds issued by the state pursuant to sections 15-101l and 15-101n, as amended by this act, may be issued on a basis which provides that the interest thereon is intended to be exempt or not to be exempt from federal income taxation, as may be determined by the Treasurer, in consultation with the board of directors or its authorized delegate.

(b) Bonds issued under the authority of [subsection (a) of] section 15-101l, as amended by this act, are hereby made securities in which all public officers and public bodies of the state and its political subdivisions, all insurance companies, credit unions, building and loan associations, investment companies, banking associations, trust companies, executors, administrators, trustees and other fiduciaries and pension, profit-sharing and retirement funds may properly and legally invest funds, including capital in their control or belonging to them. Such bonds are hereby made securities which may properly and legally be deposited with and received by any state or municipal officer or any agency or political subdivision of the state for any

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579 purpose for which the deposit of bonds or obligations of the state is 580 now or may hereafter, be authorized by law.

- Sec. 11. Section 15-101r of the general statutes is repealed and the following is substituted in lieu thereof:
 - (a) There is created [within the Department of Transportation, for administrative purposes only, the Bradley International Airport Community Commission to [(1) oversee the development of Bradley International Airport in an expeditious and efficient manner according to the airport master plan, (2) develop policies in coordination with the Department of Transportation to ensure that airport development meets the social, economic and environmental needs and concerns of the surrounding communities and the region as a whole and the economic needs of the state, and (3) provide a forum for addressing the issues, needs and concerns of the users of the airport and the general public (1) provide advice to the Bradley International Airport board of directors and the airport management staff on project development, including the airport master plan, (2) provide advice to ensure the airport development meets the social, economic and environmental needs and concerns of the community, including noise and traffic, and (3) provide a forum for addressing the issues, needs and concerns of the users of the airport and the general public.
 - (b) The commission shall consist of seventeen members appointed as follows: Five members appointed by the Governor with the advice and consent of the General Assembly; two members appointed by the president pro tempore of the Senate, one member appointed by the majority leader of the Senate, one member appointed by the minority leader of the Senate, two members appointed by the speaker of the House of Representatives, one member appointed by the majority leader of the House of Representatives, one member appointed by the minority leader of the House of Representatives and four members, one each from the towns of Windsor, Windsor Locks, East Granby and

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Suffield, appointed by the chief elected official of each of these towns.

- No member of the commission may be an employee of the state in a
- 612 policy-making position. The Commissioners of Transportation,
- 613 Economic Development and Environmental Protection shall serve as
- ex-officio, nonvoting members of the commission. All appointments
- shall be made in conformance with section 9-167a.
- [(c) On July 1, 1983, (1) the Governor shall appoint three members
- who shall serve until July 1, 1987, and two members who shall serve
- 618 until July 1, 1985, (2) the president pro tempore of the Senate and the
- 619 speaker of the House of Representatives shall each appoint two
- 620 members who shall serve until July 1, 1985, (3) the minority leader of
- 621 the Senate and the minority leader of the House of Representatives
- shall each appoint one member who shall serve until July 1, 1985, and
- 623 (4) the chief elected officials of Windsor, Windsor Locks, East Granby
- and Suffield shall each appoint one member who shall serve until July
- 625 1, 1987. Thereafter, members shall serve for a term of four years.
- [(d)] (c) Members shall serve for a term of four years. Members shall
- receive fifty dollars for each meeting of the commission attended and
- 628 shall be reimbursed for necessary expenses incurred in the
- 629 performance of their duties.
- [(e)] (d) The Governor shall appoint the chairperson of the
- 631 commission who shall not be an employee of the Department of
- 632 Transportation. The commission shall elect a vice-chairman and any
- other officers that it deems necessary from among its membership. The
- 634 powers of the commission shall be vested in and exercised by not less
- 635 than nine members serving on the commission. This number shall
- constitute a quorum and the affirmative vote of six members present at
- a meeting of the commission shall be necessary for any action taken by
- 638 the commission.
- [(f)] (e) No member of the commission may have any financial
- interest in the airport or any of its concessions.

Sec. 12. Section 15-101s of the general statutes is repealed and the following is substituted in lieu thereof:

- (a) The commission shall [(1)] review and comment on all plans for the development of Bradley International Airport in accordance with the criteria and standards set forth in section 15-101r and make any other recommendations regarding the development of the airport as it deems appropriate. [and (2) have the power to compel the attendance and testimony of witnesses by subpoena and capias issued by it, require the production of any books, papers or other documents and administer oaths to witnesses in any matter under its examination.] The commission may hire any staff it determines necessary to carry out its functions and purposes.
- (b) The [Commissioner of Transportation] <u>Bradley International Airport board of directors</u> shall (1) submit quarterly reports to the commission on the implementation of the airport master plan and any other information the commission deems necessary, and (2) cooperate with the commission in carrying out its functions, including allowing the commission reasonable access to the facilities and resources of the [Department of Transportation] <u>Bradley International Airport</u>.
- Sec. 13. Section 15-101t of the general statutes is repealed and the following is substituted in lieu thereof:

Notwithstanding the provisions of section 13a-95 and other statutes related to competitive bidding procedures, the [Commissioner of Transportation] Bradley International Airport board of directors may direct the construction manager for the Bradley International Airport terminal improvement and renovation project to solicit and prequalify responsible and qualified contractors. The list of prequalified contractors shall be approved by the [commissioner] board of directors. The construction manager shall obtain bids on the different construction elements of the project from the contractors on said list. The construction manager shall evaluate all such bids that are fair and

reasonable with regard to the state's interest, from at least three prequalified contractors, and make a recommendation for selection to the [commissioner] board of directors. The [commissioner] board of directors shall make the final selection and the construction manager shall award the contract to the selected bidder. Any contractor awarded said contract pursuant to this section shall be subject to the same requirements concerning the furnishing of bonds as a contractor awarded a contract pursuant to section 13a-95.

Sec. 14. (NEW) The Bradley International Airport board of directors shall be exempt from the requirements of sections 13b-20c to 13b-20k, inclusive, of the general statutes, and section 13b-20m of the general statutes and any other statutes related to competitive bidding procedures.

Sec. 15. (NEW) All employees of Bradley International Airport on or before October 1, 2001, shall remain employees under the same conditions as existed prior to such date. Employees hired after October 1, 2001, that report directly to the board of directors or who direct divisions established by the board of directors and are funded through the Bradley Enterprise Fund (1) shall be exempt from classified service, and (2) shall not be considered employees, as defined in section 5-270 of the general statutes. The selection, hiring, promotion, compensation and retirement of employees hired after October 1, 2001, who report directly to the board of directors or who direct divisions established by the board of directors shall be at the authority of the board of directors and exempt from the provisions of chapters 67 and 68 of the general statutes.

Sec. 16. (NEW) (a) Notwithstanding the provisions of section 4a-51 or 4a-52 of the general statutes, the Bradley International Airport board of directors may (1) purchase supplies, materials, equipment, contractual services, as defined in section 4a-50 of the general statutes, (2) execute personal service agreements, as defined in section 4-212 of

the general statutes, and (3) lease and purchase personal property in accordance with section 10a-151b of the general statutes.

(b) Notwithstanding the provisions of sections 4-212 to 4-219, inclusive, of the general statutes, and section 9 of public act 93-336, the board of directors may enter into personal service agreements.

Statement of Legislative Commissioners:

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Minor grammatical changes were made throughout the bill.

PRI Joint Favorable Subst. C/R CE

CE Joint Favorable Subst.-LCO

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either House thereof for any purpose:

OFA Fiscal Note

State Impact: Significant Costs, (Bradley Enterprise Fund)

Affected Agencies: Department of Transportation

Municipal Impact: None

Explanation

State Impact:

This bill transfers control of Bradley International Airport (BIA) from the Department of Transportation (DOT) to a newly-created ninemember board. The bill reorganizes the structure of Bradley to focus on a business/entrepreneurial approach to promote economic development.

The bill removes the \$294 million bond cap and modifies the bonding authority for BIA by authorizing the Treasurer, instead of the State Bonding Commission, to issue airport bonds at the request of the board. The bill specifies that all or some of the revenue the airport generates can be used to repay the bonds. The revenue sources include Passenger Facility Charges (PFCs) to the extent that federal law allows. (Revenues from PFCs are to be used to finance eligible airport-related projects upon the approval from the Federal Aviation Administration (FAA). These charges are added to the price of an airline ticket).

The changes to provisions concerning bonds sold to finance BIA projects will not have any fiscal impact on General Fund debt service

because the bonds continue to be supported by airport revenues and are not direct, indirect or contingent liabilities of the state. The changes will also not result in any cost to the Office of the State Treasurer because such costs continue to be reimbursed out of the bond proceeds.

As a result of the recommendations in the bill, BIA will need additional resources especially professional and support staff.

The bill creates the following divisions each to be headed by a director: Division for Operations, Division for Finance, Division for Business Development and a Division for Planning and Project Development. In addition the board must hire a Chief Executive Officer (CEO), an Internal Auditor, and can employ staff and consultants as necessary to oversee and manage BIA.

Although the bill makes no mention of compensation for board members, it does specify that administrative functions are to be performed by the DOT and costs could be reimbursed from the Bradley Enterprise Fund. It is anticipated that salaries (excluding fringe benefits) for the CEO, Internal Auditor, and division directors and associated expenses could range between \$400,000 to \$500,000. Total costs are, however, indeterminate since the extent of personnel necessary to staff the new divisions, and costs of hiring consultants are unknown. It is anticipated, however, that the funding source will be the Bradley Enterprise Fund which generates its income primarily from airline and parking fees.

Currently, the Bradley budget is submitted annually to the Office of Policy and Management in the Spring of each year for approval. The table below shows Bradley's revenues and operating costs for three fiscal years. Figures are in millions.

	FY 00	FY 01	FY 02
Revenues	\$44.9	\$44.5	\$45.8
Expenditures	21.8	25.0	26.7

Debt Service	9.7	9.4	10.6
Total Expenditures	\$31.5	\$34.4	\$37.3

OLR Bill Analysis

sSB 1276

AN ACT IMPLEMENTING THE RECOMMENDATIONS OF THE LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE CONCERNING BRADLEY INTERNATIONAL AIRPORT.

SUMMARY:

This bill shifts control over the way Bradley International Airport is planned, financed, and managed from the Department of Transportation (DOT) to a nine-member board the bill creates. It requires the board to hire an executive director for the airport; reorganizes the airport's administrative structure; and exempts the board from consultant selection, competitive bidding, and procurement procedures.

The bill removes the airport's \$294 million bonding cap and shifts the authority to issue bonds from the State Bond Commission to the state treasurer, who can do so at the board's request. It specifies that some or all of the revenue the airport generates can be used to repay the bonds. Revenue sources may include passenger facility charges, to the extent federal law allows. The bill makes several conforming technical changes and increases the kinds of steps the treasurer can take to repay the bonds.

The board includes the transportation and economic and community development commissioners; six business executives appointed by the governor; and a representative of the towns surrounding the airport appointed by the Bradley International Airport Commission, which the bill revises and renames. DOT must perform the administrative functions the board assigns to it and cover the costs by tapping the airport's Enterprise Fund.

The board must hire an executive director by January 1, 2003. In the meantime, the commissioner must serve as the airport's chief administrative officer and report directly to the board. The board must

develop a job description for an internal auditor, who must report directly to it. It must also establish a business development division to run business activities unrelated to takeoffs and landings or maintaining aircraft. Its hires are exempt from civil service and do not qualify as state employees. Employees hired before October 1, 2001 continue to work under the terms and conditions under which they were hired.

The bill renames the 17-member Bradley International Airport Commission the Bradley International Airport Community Commission (BIACC), transforms it into an advisory body, eliminates its subpoena powers, and requires its members to serve four-year terms.

EFFECTIVE DATE: October 1, 2001

BOARD OF DIRECTORS

Membership

The bill creates a 9-member board of directors to oversee the airport. It appoints the transportation and economic development commissioners as ex-officio voting members. On October 1, 2001, (the same day the bill takes effect) the BIACC members must appoint a resident of Windsor, Windsor Locks, East Granby, or Suffield or a town that borders them. It must do so with the legislature's advice and consent. The member serves a four-year term.

The governor must appoint the other six members on October 1, 2001, (the same day the bill takes effect), with the legislature's advice and consent. They must be senior business leaders and executive managers from businesses important to the state's growth and located within the airport's regional service area. The first appointees serve staggered terms: two members must serve four-year terms, two must serve three-year terms, and two must serve two-year terms. Subsequent appointees serve four-year terms. All of the members can be reappointed.

No member can have a financial interest in the airport or its concessions. This prohibition also applies to a member's spouse, child,

or dependent relative who resides in a member's household. A member tacitly resigns if he misses more than three consecutive meetings, and the appointing authority must immediately fill the vacancy.

Powers

The board must develop a vision and mission statement that will establish the airport as a "competitive and thriving enterprise that drives economic development for the region." The board must also set goals and objectives that (1) foster economic development and growth and (2) ensure that the airport organize itself in a way that allows an entrepreneurial approach.

The board must perform certain planning functions. Besides adopting a mission and vision statement, it must establish goals and objectives for the airport and key management staff and track their performance. It must also direct the way the airport develops and implements its master, layout, strategic, business, marketing, and customer service plans.

The board's financial powers include approving capital and operating budgets, monitoring the airport's debt, determining if the potential returns of capital projects outweigh the risks, approving contracts and use agreements costing over \$100,000, and directing efforts to maximize revenue production. The bill eliminates the transportation commissioner's authority to prepare the airport's budget and the Office of Policy and Management (OPM) secretary's power to approve it.

The board must establish an organizational structure that includes operations, finance, business development, and planning and project planning divisions, each headed by its own director. The board can approve policies and procedures and hire staff and consultants needed to oversee and manage the airport.

The board oversees the airport's capital development. It can approve renovations and improvements and request the treasurer to issue bonds to finance them. It can also review all policies and procedures that affect the airport's operations, identify those that prevent the

airport from quickly taking advantage of growth opportunities, and seek an exemption from complying with them.

The board must direct the airport's commercial and economic development, including obtaining and promoting financial assistance for businesses locating or expanding within the airport's service area.

Lastly, the board must consider the BIACC's advice.

AIRPORT ORGANIZATION AND MANAGEMENT

The bill requires the airport to be reorganized in a way that will allow it develop as a business. The airport's organizational structure must include a business development division head by a director with knowledge, background, and skills in economic development and business expansion. The division must be responsible for non-airside operations, including retail and concessions, on and off-site economic development, airline and lease agreements, marketing and public affairs, community affairs, and customer relations.

PERSONNEL

Executive Director and Division Directors

The board must develop a job description for the airport's chief executive officer and fill the position by January 1, 2003. The qualifications may include experience in airport operations, finance and budgeting, planning, and business development. The transportation commissioner serves in this position until the board fills it. In doing so, he must report directly to the board. The board must also develop a job description for the division directors.

Internal Auditor

The board must develop a job description for an internal auditor, who must report directly to it. The auditor must conduct independent audits, monitor the management staff's performance, and report the findings directly to the board.

Airport Employees

The bill specifies that all airport employees who were hired before October 1, 2001 remain employed under the conditions that existed before that date. People hired by the board are exempted from the civil service and are not considered state employees if they fill positions or run divisions the board created and are paid out of the Bradley Enterprise Fund. The board sets the terms and conditions for selecting, hiring, promoting, and compensating these employees and determining their retirement benefits.

ADMINISTRATIVE SERVICES

The bill exempts the board from the state's competitive bidding procedures and DOT's procedures for selecting consultants. The board can purchase goods and services, execute personal service agreements, and lease and purchase personal property on its own without having to comply with the state's procurement policies. It can also enter into personal services agreements without complying with the laws governing these agreements.

BONDING

The bill shifts the authority for issuing bonds for the airport from the State Bond Commission to the treasurer, who can issue them upon the board's request, and makes many conforming technical changes. The bill removes the \$294 million bond cap and specifies that all or some of the revenue the airport generates can be used to repay the bonds. The revenue sources may include passenger facility charges (PFCs) to the extent federal law allows. PFCs are federally authorized levies airports can impose on passengers to raise additional revenue for a specific project or purpose.

The board must identify the projects the bonds will finance. It can appoint a committee of one or more officers or employees to work with the treasurer when she issues the bonds. The treasurer must certify to the board and the OPM secretary that the timing of the sale is in the state's best interest.

The treasurer can enter into different kinds of agreements under which she can insulate variable rate interest payments from interest rate

fluctuations. She can also enter into a trust of indenture with a lender. But the Bond Commission must first approve the form of any new trust or a substantive amendment to an existing trust.

BRADLEY AIRPORT COMMUNITY COMMISSION

The bill transforms the commission into an advisory body. Under current law, it oversees the airport's development and works with DOT on developing policies that address community and regional needs and concerns. Under the bill, the commission must advise the board and management staff about the airport's development and policies that address these needs and concerns. The commission must still provide a forum to air the issues, needs, and concerns of the airport's users and the general public.

The bill eliminates the commission's power to issue subpoenas and capias, require parties to produce documents, and administer oaths.

It requires the board, instead of DOT, to submit quarterly reports to the commission and cooperate with the commission as it carries out its functions.

BACKGROUND

Related Bill

Among other things, sHB 6985 creates a seven-member board with mostly planning and advisory duties. The members include state officials, business executives appointed by the governor, two legislative leaders, and a representative of the Transportation Strategy Board the bill creates.

The board has some planning powers but no operational or financial powers. Its duties include (1) establishing and reviewing policies and plans for marketing the airport and determining the best use of airport property and (2) ensuring that the airport realizes its potential as an economic development resource for the state and the region.

COMMITTEE ACTION

Program Review and Investigations Committee

Joint Favorable Substitute Change of Reference Yea 11 Nay 0

Commerce Committee

Joint Favorable Report Yea 24 Nay 0